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THE BILL FOR THE THIRTEENTH CENSUS.

BY WALTER F. WILLCOX.

The most important piece of legislation regarding the Federal Census between the insertion in the Constitution of the provision requiring a census and the present time is the law passed in 1899, providing for the Twelfth Census of the United States. The Censuses of 1880 and 1890 had been so overloaded with subsidiary investigations that both the accuracy and the speed of the fundamental census inquiries had been impaired. The law of 1899 divided all inquiries which theretofore had been taken in connection with a decennial census into two classes, those requiring the assistance of the army of Federal enumerators appointed every ten years, and those not requiring such co-operation. The former class included only the census of population, of deaths, of farms, and of manufacturing establishments. The latter class included all other census inquiries. The law of 1899 required the inquiries of the former class to be pushed to completion before any inquiries of the latter class were begun, and set a date—July 1, 1902—at which the inquiries of the first class must be finished. These instructions were carried out by the Census Office, and the main results of the census proper were given to the public with a speed previously unknown. But this legislation incidentally paved the way for the establishment of a permanent Census Office,—a step which was taken in 1902. That office was charged with carrying on the inquiries which at previous censuses had been taken in connection with the decennial count, but which had been postponed under the legislation of 1899 until after the census proper was finished. The permanent Census Office, established in 1902, has been engaged from that time to the present largely in the prosecution of inquiries which have heretofore been taken as a part of a decennial census. Such inquiries include the Report on Wealth, Debt, and Taxation (1907); a continua-

tion of the volumes on the same subject included in the Census of 1880 and 1890; the Census of the Defective, Dependent, and Delinquent Classes,—namely, the Blind and Deaf (1906); the Insane and Feeble-minded (1906); Benevolent Institutions (1905); Paupers in Almshouses (1906); Prisoners and Juvenile Delinquents (1907); and a Report on Mines and Quarries (1902). A Census of Religious Bodies, continuing the volume on the Statistics of Churches, published as a part of the Census of 1890, is now in progress. All these inquiries have been heretofore taken as part of a decennial census.

It is unnecessary to mention here also the large number of additional inquiries which have been ordered by Congress and assigned to the Census Office. Investigations of this nature are frequently needed; and, had there been no permanent Census Office, they probably would have been undertaken by the Bureau of Labor or some other agency.

The bill recently reported by the Committee on the Census of the House of Representatives follows in all essentials the original changes introduced by the law of 1899. Like that law, it limits the enumeration strictly to four subjects, relegating other decennial inquiries to the interval between the censuses. One of the inquiries of 1899, that into deaths in the general population, has been dropped. The reasons are twofold. Fifty years of experiment from 1850 to 1900 has established with certainty the fact that not more than seven-tenths of all the deaths which occur in a given community during a year can be obtained by enumerators asking at the close of that year of each family a report of any deaths which had occurred therein during the preceding twelve months. Tables so imperfect have very little statistical or medical value, and are constantly misunderstood by the public. So wide a margin of error in one branch of the census tends also to discredit more accurate results reached in other divisions. Furthermore, the Federal Census, acting in co-operation with the states and cities having trustworthy local registers of deaths, is now annually publishing returns for about one-half the population of the country, which probably cover 95 per cent of all deaths occurring within that region,

and furnish a far better index to the death-rate in the whole country than enumerators' returns for the United States could do.

While this inquiry into deaths outside the registration area is likely to be discontinued, it is proposed to add one other inquiry,—that into mines and mining. This is done because the past experience of the Census Office shows that the line between manufacturing, on the one hand, and mining or quarrying, on the other, is one almost impossible for the Census Office to draw, and that the difficulties in doing so are steadily increasing.

Like the law of 1899, the present draft requires the results of the census to be published by the summer of 1912, and thus prohibits the office from extending its publications into the seventh or eighth year after the census day, as had been done at certain previous censuses.

When the law of 1899 was under discussion, a radical difference of opinion developed between the Senate and the House of Representatives. The House, feeling convinced that the delays in completing and publishing the results of the Censuses of 1880 and 1890 had been due in large measure to a lack of authority and independent control exercised by the Superintendent of the Census and to his inability to secure action from his superior officer in many cases with the promptness which the emergency demanded, was insistent that the Census Office should be made entirely independent of any member of the Cabinet and responsible only to the President. In this position they had the hearty and general support of statistical experts throughout the country and of all who had had previous experience in census work.

In the Senate the bill as originally offered by the Committee on the Census had contained a similar provision, but it had been so amended in the course of discussion as to place the Census Office under the Secretary of the Interior. This was the main difference which produced a disagreement between the two Houses and resulted in a conference on the bill. Through that agency a compromise was made whereby the Census Office was left within the Department of the Interior, but given a far

greater degree of autonomy than is usual for administrative bureaus. The Director of the Census appointed all his subordinates except the Assistant Director, had his own disbursing office, controlled directly his own printing, and possessed thus a very high degree of independence. On the other hand, he reported annually to the Secretary of the Interior, transmitted his requests for appropriations to that officer for Congress, and in minor respects was subject to his control and supervision.

In this respect, as in all others of the first importance, the pending bill follows the precedent established in 1899. It is not surprising that the Secretary of Commerce and Labor, to whose department the Census Office was transferred in 1903, believes that its relation to his department should be analogous to that of the other bureaus. In a letter dated February 7, 1908, addressed to the Chairman of the Committee on the Census of the House of Representatives,* the Secretary writes, "It places a chief of a bureau within the Department of Commerce and Labor upon a footing practically independent of the supervisory jurisdiction of the head of the Department, which is a departure from a well-established plan of organization of the Executive Departments of the Government, and, in my judgment, will lead to undesirable and unsatisfactory results."

In another part of the same letter he adds that it "would constitute an administrative anomaly, which, it is believed, it is not the purpose of Congress to create."

There is no doubt that such an organization is, as the Secretary calls it, "a departure from a well-established plan of organization" and also an "administrative anomaly"; but the compromise thus established in 1899 was found to be satisfactory. The traditional method of organization which had been followed by the laws of 1879 and 1889 had proved unsatisfactory and practically unworkable. It is the belief of every one who has had practical experience with census work that the conditions themselves are anomalous, and that their requirements cannot be met by following administrative routine in this particular.

* Hearings before the Committee on the Census of the House of Representatives, pp. 97-101.

The law of 1899 gave the Census Office for the first time that degree of initiative and autonomy which the rigid requirements of its emergency work made necessary. Experience has shown that the Director of the Census must be given somewhat the same independence that is accorded to a general commanding an entire army in time of war. It is to be hoped that the precedent of 1899 will commend itself to the deliberate judgment of Congress, and be followed in the bill now before it for consideration.

Probably the most important new feature in the draft of the Census Bill is the provision for an almost automatic transfer of the Census Office from a status closely approaching that of the ordinary bureau, which it maintains during the seven years intervening between the decennial censuses, to the unusual condition requisite during the three years when the decennial census is being taken. The period from July 1, 1909, to July 1, 1912, is named the decennial census period. During that period the law provides for an Assistant Director, a fifth Chief Statistician, and such other clerks of various classes as may be found necessary. During that period also the Director of the Census may promote or transfer persons from the temporary roll of employees holding office only during the decennial period to the permanent force and *vice versa*. The whole office works thus as one organization, its energies and personnel being devoted in part to the decennial census, in part to the routine work of the permanent office, as the needs of the work require. The funds, like the personnel, are entirely under the control of the Director. During those three years there are no annual appropriations for any work of the office, but all its expenses are to be met out of a single lump appropriation. For the three years a sum of \$14,000,000 is provided. During this period the responsibility and the initiative are concentrated in the hands of the Director, and he is solely responsible for the rapid and effective progress of the work. The work of the decennial census must be completed by the end of this decennial census period, and the office then returns to its normal condition. The temporary employees having no standing on the Civil

Service roll lose their positions in 1912, and the office reverts to what may be called a peace footing.

It is proposed to change the census day from June 1 to April 15. June 1 is so late in the summer that many persons have left their usual places of residence, their houses are closed, and it is extremely difficult to obtain information about them either from the neighbors or by correspondence. This source of danger and of error to a census is increasing with each decade. If a census can be taken in Canada in April, as it has been for decades past, there seems no reason to believe that this date would furnish insurmountable difficulties to the field work in the United States; and there is no doubt that April 15 is a far better date than June 1. It is probably also better than any other date which has been suggested.

These are the main features of statistical rather than of administrative importance embodied in the bill in its present form. A copy of that draft is appended for comparison with the law in the form in which it shall be finally passed. The copy is that of the Crumpacker Bill as reported by the Committee on the Census to the House of Representatives on Feb. 17, 1908.

A BILL

TO PROVIDE FOR THE THIRTEENTH AND SUBSEQUENT DECAENNIAL CENSUSES.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That a census of the population, agriculture, manufactures, and mines and quarries of the United States shall be taken by the Director of the Census in the year nineteen hundred and ten and once every ten years thereafter. The census herein provided for shall include each State and Territory on the mainland of the United States, the District of Columbia, and the Territories of Alaska, Hawaii, and Porto Rico, and Guam, Samoa, and the Panama Canal Zone.

SEC. 2. That the period of three years beginning the first day of July next preceding the census provided for in section one of this Act shall be known as the decennial census period, and the reports upon the inquiries provided for in said section shall be completed and published within such period.

SEC. 3. That after June thirtieth, nineteen hundred and nine, there may be employed in the Census Office, in addition to the force provided for by the Act of March sixth, nineteen hundred and two, entitled "An Act to provide for a permanent Census Office," an Assistant Director, who shall be an experienced practical statistician; a chief statistician, who shall be a person of known and tried experience in statistical work, an appointment clerk, a private secretary to the Director, two stenographers, and eight expert chiefs of division. These officers, with the exception of the Assistant Director, shall be appointed without examination by the Secretary of Commerce and Labor upon the recommendation of the Director of the Census. The Assistant Director shall be appointed by the President, by and with the advice and consent of the Senate.

SEC. 4. That the Assistant Director shall perform such duties as may be prescribed by the Director of the Census. In the absence of the Director the Assistant Director shall serve as Director, and in the absence of the Director and Assistant Director the chief clerk shall serve as Director.

The appointment clerk shall perform the appointment duties assigned to the disbursing clerk in section four of the Act entitled "An Act to provide for a permanent Census Office," approved March sixth, nineteen hundred and two. The disbursing clerk of the Census Office shall, at the beginning of the decennial census period, give additional bond to the Secretary of the Treasury in the sum of one hundred thousand dollars, surely to be approved by the Solicitor of the Treasury, which bond shall be conditioned that the said officer shall render, quarter yearly, a true and faithful account to the proper accounting officers of the Treasury of all moneys and properties which shall be received by him by virtue of his office during the said decennial census period. Such bond shall be filed in the office of the Secretary of the Treasury, to be by him put in suit upon any breach of the conditions thereof.

SEC. 5. That during the decennial census period the annual compensation of the officials of the Census Office shall be as follows: The Director of the Census, seven thousand five hundred dollars; the private secretary to the Director, two thousand five hundred dollars; the Assistant Director, five thousand dollars; the chief statisticians, three thousand five hundred dollars each; the chief clerk, three thousand dollars; the disbursing clerk, three thousand dollars; the appointment clerk, three thousand dollars; the geographer, two thousand seven hundred and fifty dollars; the chiefs of division, two thousand two hundred and fifty dollars each; and the stenographers provided for in section three of this Act, two thousand dollars each.

SEC. 6. That in addition to the force hereinbefore provided for and to that already authorized by law there may be employed in the Census Office

during the decennial census period, and no longer, as many clerks of classes four, three, two, and one; as many clerks, copyists, computers, and skilled laborers, with salaries at the rate of not less than six hundred dollars nor more than one thousand dollars per annum, and as many messengers, assistant messengers, messenger boys, watchmen, unskilled laborers, and charwomen, as may be found necessary for the proper and prompt performance of the duties herein required, these additional clerks and employees to be appointed by the Director of the Census: *Provided*, That the total number of such additional clerks of classes two, three, and four shall at no time exceed one hundred: *And provided further*, That employees engaged in the compilation or tabulation of statistics by the use of mechanical devices may be compensated on a piece-price basis to be fixed by the Director.

SEC. 7. That the additional clerks and other employees provided for in section six shall be subject to such noncompetitive examination as the Director of the Census may prescribe, the said examination to be conducted by the United States Civil Service Commission: *Provided*, That they shall be selected without regard to the law of apportionment or to the political party affiliations of the applicants, and that preference may be given to persons having previous experience in census work whose efficiency records are satisfactory to the said Director, who may, in his discretion, accept such records in lieu of said examination: *And provided further*, That employees in other branches of the departmental service who have had previous experience in census work may be transferred without examination to the Census Office to serve during the whole or a part of the decennial census period, and at the end of such service the employees so transferred shall be eligible to appointment to positions of similar grade in any Department without examination: *And provided further*, That during the decennial census period and no longer the Director of the Census may fill vacancies in the permanent force of the Census Office by the promotion or transfer of clerks or other employees employed on the temporary force authorized by section six of this Act: *And provided further*, That at the expiration of the decennial census period the term of service of all employees so transferred and of all other temporary officers and employees appointed under the provisions of this Act shall terminate, and such officers and employees shall not thereafter be eligible to appointment or transfer into the classified service of the Government by virtue of their examination or appointment under this Act.

SEC. 8. That the Thirteenth Census shall be restricted to inquiries relating to population, to agriculture, to manufactures, and to mines and quarries. The schedules relating to population shall include for each inhabitant the name, relationship to head of family, color, sex, age, conjugal condition, place of birth, place of birth of parents, number of

years in the United States, citizenship, occupation, school attendance, literacy, and tenure of home

The schedules relating to agriculture shall include name of occupant of each farm, color of occupant, tenure, acreage of farm, value of farm and improvements, value of farm implements, number and value of live stock on farms and ranges, number and value of domestic animals not on farms and ranges, and the acreage of crops as of the date of enumeration, and the acreage of crops and the quantity and value of crops and other farm products for the year ending December thirty-first next preceding the enumeration.

The schedules of inquiries relating to manufactures and to mines and quarries shall include the name and location of each establishment; character of organization, whether individual, co-operative, or other form; character of business or kind of goods manufactured; amount of capital invested; number of proprietors, firm members, copartners, stockholders, and officers and the amount of their salaries; number of employees and the amount of their wages; quantity and cost of materials used in manufactures; amount of miscellaneous expenses; quantity and value of products; time in operation during the census year; character and quantity of power used, and character and number of machines employed.

The census of manufactures and of mines and quarries shall relate to the year ending December thirty-first next preceding the enumeration of population and shall be confined to mines and quarries and manufacturing establishments which were in active operation during all or a portion of that year and had a product valued at five hundred dollars or more. The census of manufactures shall furthermore be confined to manufacturing establishments conducted under what is known as the factory system, exclusive of the so-called neighborhood or household industries.

Whenever he shall deem it expedient, the Director of the Census may charge the collection of these statistics upon the special agents or upon detailed employees, to be employed without respect to locality.

The form and subdivision of inquiries necessary to secure the information under the foregoing topics shall be determined by the Director of the Census.

SEC. 9. That the Director of the Census shall, at least one year prior to the date fixed for commencing the enumeration at the Thirteenth and each succeeding decennial census, designate the number, whether one or more, of supervisors of census for each State and Territory, the District of Columbia, Alaska, the Hawaiian Islands, Porto Rico, Guam, Samoa, and the Panama Canal Zone, and shall define the districts within which they are to act. The supervisors shall be appointed by the President, by and with the advice and consent of the Senate: *Provided*, That the whole number of supervisors shall not exceed three hundred and thirty:

And provided further, That so far as practicable and desirable the boundaries of the supervisors' districts shall conform to the boundaries of the Congressional districts: *And provided further,* That if in any supervisor's district the supervisor has not been appointed and qualified ninety days preceding the date fixed for the commencement of the enumeration, or if any vacancy shall occur thereafter, either through death, removal, or resignation of the supervisor, or from any other cause, the Director of the Census may appoint a temporary supervisor or detail an employee of the Census Office to act as supervisor for that district.

SEC. 10. That each supervisor of census shall be charged with the performance, within his own district, of the following duties: To consult with the Director of the Census in regard to the division of his district into subdivisions most convenient for the purpose of the enumeration, which subdivisions or enumeration districts shall be defined and the boundaries thereof fixed by the Director of the Census; to designate to the Director suitable persons, and, with his consent, to employ such persons as enumerators, one or more for each subdivision; to communicate to enumerators the necessary instructions and directions relating to their duties; to examine and scrutinize the returns of the enumerators, and in the event of discrepancies or deficiencies appearing in any of the said returns to use all diligence in causing the same to be corrected or supplied; to forward the completed returns of the enumerators to the Director at such time and in such manner as shall be prescribed, and to make up and forward to the Director the accounts of each enumerator in his district for service rendered, which accounts shall be duly certified to by the enumerator, and the same shall be certified as true and correct, if so found, by the supervisor, and said accounts so certified shall be accepted and paid by the Director. The duties imposed upon the supervisor by this Act shall be performed in any and all particulars in accordance with the orders and instructions of the Director of the Census.

SEC. 11. That each supervisor of the census shall, upon the completion of his duties to the satisfaction of the Director of the Census, receive a sum based upon the population of his district, in accordance with the following rates for each thousand or major fraction of a thousand: One dollar and fifty cents per thousand in each district having more than seven hundred and fifty thousand inhabitants; two dollars per thousand in each district having five hundred thousand to seven hundred and fifty thousand inhabitants; two dollars and fifty cents per thousand in each district having four hundred thousand to five hundred thousand inhabitants; three dollars per thousand in each district having three hundred thousand to four hundred thousand inhabitants; three dollars and fifty cents per thousand in each district having two hundred thousand to three hundred thousand inhabitants; and four dollars per thousand in

each district having less than two hundred thousand inhabitants. In addition to such compensation each supervisor shall receive the sum of five hundred dollars, which sum, in the discretion of the Director of the Census, may be paid to any supervisor prior to the completion of his duties in one or more payments, as the Director of the Census may determine, such sums to be in full compensation for all services rendered and expenses incurred by him: *Provided*, That if the aggregate compensation of any supervisor as herein provided for amounts to less than one thousand two hundred dollars the Director of the Census shall pay such supervisor a sum sufficient to make his compensation amount to one thousand two hundred dollars: *Provided further*, That in emergencies arising in connection with the work of preparation for, or during the progress of, the enumeration in his district, or in connection with the re-enumeration of any subdivision, a supervisor may, in the discretion of the Director of the Census, be allowed actual and necessary travelling expenses and an allowance in lieu of subsistence not exceeding four dollars per day during his necessary absence from his usual place of residence: *And provided further*, That an appropriate allowance to supervisors for clerk hire may be made when deemed necessary by the Director of the Census.

SEC. 12. That each enumerator shall be charged with the collection in his subdivision of the facts and statistics required by the population and agricultural schedules and such other schedules as the Director of the Census may determine shall be used by him in connection with the census, as provided in section eight of this Act. It shall be the duty of each enumerator to visit personally each dwelling house in his subdivision, and each family therein, and each individual living out of a family in any place of abode, and by inquiry made of the head of each family, or of the member thereof deemed most competent and trustworthy, or of such individual living out of a family, to obtain each and every item of information and all particulars required by this Act as of date April fifteenth of the year in which the enumeration shall be made; and in case no person shall be found at the usual place of abode of such family, or individual living out of a family, competent to answer the inquiries made in compliance with the requirements of this Act, then it shall be lawful for the enumerator to obtain the required information as nearly as may be practicable from families or persons living in the neighborhood of such place of abode. It shall be the duty also of each enumerator to forward the original schedules, properly filled out and duly certified, to the supervisor of his district as his returns under the provisions of this Act; and in the event of discrepancies or deficiencies being discovered in these schedules he shall use all diligence in correcting or supplying the same. In case an enumeration district embraces all or any part of any incorporated borough, village, town, or city, and also other territory not

included within the limits of such incorporated borough, village, town, or city, it shall be the duty of the enumerator to clearly and plainly distinguish and separate, upon the population schedules, the inhabitants of such borough, village, town, or city from the inhabitants of the territory not included therein. No enumerator shall be deemed qualified to enter upon his duties until he has received from the supervisor of the district to which he belongs a commission, signed by the supervisor, authorizing him to perform the duties of an enumerator, and setting forth the boundaries of the subdivision within which such duties are to be performed.

SEC. 13. That the territory assigned to each supervisor shall be divided into as many enumeration districts as may be necessary to carry out the purposes of this Act and, in the discretion of the Director of the Census, two or more enumeration districts may be given to one enumerator, but the district, or districts, assigned to any enumerator shall not include more than two thousand inhabitants, according to estimates based on the preceding census or other reliable information, and the boundaries of all the enumeration districts shall be clearly described by civil divisions, rivers, roads, public surveys, or other easily distinguishable lines: *Provided*, That enumerators may be assigned for the special enumeration of institutions, when desirable, without reference to the number of inmates.

SEC. 14. That any supervisor of census may, with the approval of the Director of the Census, remove any enumerator in his district and fill the vacancy thus caused or otherwise occurring. Whenever it shall appear that any portion of the census provided for in this Act has been negligently or improperly taken, and is by reason thereof incomplete or erroneous, the Director of the Census may cause such incomplete and unsatisfactory enumeration and census to be amended or made anew.

SEC. 15. That the Director of the Census may authorize and direct supervisors of census to employ interpreters to assist the enumerators of their respective districts in the enumeration of persons not speaking the English language, but no authorization shall be given for such employment in any district until due and proper effort has been made to secure an enumerator who can speak the language or languages for which the services of an interpreter would otherwise be required. The compensation of such interpreters shall be fixed by the Director of the Census in advance, and shall not exceed five dollars per day for each day actually and necessarily employed.

SEC. 16. That the compensation of enumerators shall be determined by the Director of the Census as follows: In subdivisions where he shall deem such remuneration sufficient, an allowance of not less than two nor more than four cents for each inhabitant; not less than twenty nor more

than thirty cents for each farm reported; ten cents for each barn and inclosure containing live stock not on farms, and not less than twenty nor more than thirty cents for each establishment of productive industry. In other subdivisions per diem rates shall be fixed by the Director according to the difficulty of enumeration, having special reference to the regions to be canvassed and the sparsity of settlement or other considerations pertinent thereto. The compensation allowed to an enumerator in any such district shall be not less than three nor more than six dollars per day of eight hours actual field work, and no payment shall be made for time in excess of eight hours for any one day. The subdivisions or enumeration districts to which the several rates of compensation shall apply shall be designated by the Director of the Census at least two weeks in advance of the enumeration. No claim for mileage or travelling expenses shall be allowed any enumerator in either class of subdivisions, except in extreme cases, and then only when authority has been previously granted by the Director of the Census; and the decision of the Director as to the amount due any enumerator shall be final.

SEC. 17. That in the event of the death of any supervisor or enumerator after his appointment and entrance on his duties, the Director of the Census is authorized to pay to his widow or his legal representative such sum as he may deem just and fair for the services rendered by such supervisor or enumerator.

SEC. 18. That special agents may be appointed by the Director of the Census to carry out the provisions of this Act and of the Act to provide for a permanent Census Office approved March sixth, nineteen hundred and two, and Acts amendatory thereof or supplemental thereto. The special agents thus appointed shall have like authority with the enumerators in respect to the subjects committed to them under this Act, and shall receive compensation at rates to be fixed by the Director of the Census: *Provided*, That the same shall in no case exceed six dollars per day and actual necessary travelling expenses, and an allowance in lieu of subsistence not exceeding four dollars per day during necessary absence from their usual place of residence: *Provided further*, That no pay or allowance in lieu of subsistence shall be allowed special agents when employed in the Census Office on other than the special work committed to them, and no appointments of special agents shall be made for clerical work: *And provided further*, That the Director of the Census shall have power, and is hereby authorized, to appoint special agents to assist the supervisors whenever he may deem it proper, in connection with the work of preparation for, or during the progress of, the enumeration or in connection with the re-enumeration of any district or a part thereof; or he may, in his discretion, employ for this purpose any of the permanent or temporary employees of the Census Office: *And provided further*,

That the Director of the Census may, in his discretion, fix the compensation of special agents on a piece-price basis.

SEC. 19. That every supervisor, supervisor's clerk, enumerator, interpreter, special agent, or other employee shall take and subscribe to an oath or affirmation, to be prescribed by the Director of the Census. All appointees and employees provided for in this Act shall be appointed or employed, and examined, if examination is required by this Act, solely with reference to their fitness to perform the duties required of them by the provisions of this Act, and without reference to their political party affiliations.

SEC. 20. That the enumeration of the population required by section one of this Act shall be taken as of the fifteenth day of April; and it shall be the duty of each enumerator to commence the enumeration of his district on that day, unless the Director of the Census in his discretion shall defer the enumeration in said district by reason of climatic or other conditions which would materially interfere with the proper conduct of the work; but in any event it shall be the duty of each enumerator to prepare the returns hereinbefore required to be made, and to forward the same to the supervisor of his district, within thirty days from the commencement of the enumeration of his district: *Provided*, That in any city having five thousand inhabitants or more under the preceding census the enumeration of the population shall be commenced on the fifteenth day of April aforesaid and shall be completed within two weeks thereafter.

SEC. 21. That if any person shall receive or secure to himself any fee, reward, or compensation as a consideration for the appointment or employment of any person as enumerator or clerk or other employee, or shall in any way receive or secure to himself any part of the compensation paid to any enumerator or clerk or other employee, he shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be fined not more than three thousand dollars and be imprisoned not more than five years.

SEC. 22. That any supervisor, supervisor's clerk, enumerator, interpreter, special agent, or other employee, who, having taken and subscribed the oath of office required by this Act, shall, without justifiable cause, neglect or refuse to perform the duties enjoined on him by this Act, shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be fined not exceeding five hundred dollars; or if he shall, without the authority of the Director of the Census, publish or communicate any information coming into his possession by reason of his employment under the provisions of this Act, or the Act to provide for a permanent Census Office, or Acts amendatory thereof or supplemental thereto, he shall be guilty of a misdemeanor and shall upon conviction thereof

be fined not to exceed one thousand dollars, or be imprisoned not to exceed two years, or both so fined and imprisoned, in the discretion of the court; or if he shall wilfully and knowingly swear to or affirm falsely he shall be deemed guilty of perjury, and upon conviction thereof shall be imprisoned not exceeding five years and be fined not exceeding two thousand dollars; or if he shall wilfully and knowingly make a false certificate or a fictitious return, he shall be guilty of a misdemeanor, and upon conviction of either of the last-named offenses he shall be fined not exceeding two thousand dollars and be imprisoned not exceeding five years; or if any person who is or has been an enumerator shall knowingly or wilfully furnish, or cause to be furnished, directly or indirectly, to the Director of the Census, or to any supervisor of the census, any false statement or false information with reference to any inquiry for which he was authorized and required to collect information, he shall be guilty of a misdemeanor, and upon conviction thereof shall be fined not exceeding two thousand dollars and be imprisoned not exceeding five years.

SEC. 23. That it shall be the duty of all persons over twenty-one years of age when requested by the Director of the Census, or by any supervisor, enumerator, or special agent, or other employee of the Census Office, acting under the instructions of the said Director, to answer correctly, to the best of their knowledge, all questions on the census schedules applying to themselves and to the family to which they belong or are related, and to the farm or farms of which they or their families are the occupants; and any person over twenty-one years of age who, under the conditions hereinbefore stated, shall refuse or wilfully neglect to answer any of these questions, or shall wilfully give answers that are false, shall be guilty of a misdemeanor, and upon conviction thereof shall be fined not exceeding one hundred dollars.

And it shall be the duty of every owner, proprietor, manager, superintendent, or agent of a hotel, apartment house, boarding or lodging house, tenement, or other building, when requested by the Director of the Census, or by any supervisor, enumerator, special agent, or other employee of the Census Office, acting under the instructions of the said Director, to furnish the names of the occupants of said hotel, apartment house, boarding or lodging house, tenement, or other building, and to give thereto free ingress and egress to any duly accredited representative of the Census Office, so as to permit of the proper and correct enumeration of all persons having their usual place of abode in said hotel, apartment house, boarding or lodging house, tenement, or other building; and any owner, proprietor, manager, superintendent, or agent of a hotel, apartment house, boarding or lodging house, tenement, or other building who shall refuse or wilfully neglect to give such information

or assistance under the conditions hereinbefore stated shall be guilty of a misdemeanor, and upon conviction thereof shall be fined not exceeding five hundred dollars.

SEC. 24. And it shall be the duty of every owner, president, treasurer, secretary, director, or other officer or agent of any manufacturing establishment, mine, quarry, or other establishment of productive industry, whether conducted as a corporation, firm, limited liability company, or by private individuals, when requested by the Director of the Census or by any supervisor, enumerator, special agent, or other employee of the Census Office, acting under the instructions of the said Director, to answer completely and correctly to the best of his knowledge all questions on any census schedule applying to such establishment; and any owner, president, secretary, director, or other officer or agent of any manufacturing establishment, mine, quarry, or other establishment of productive industry, who under the conditions hereinbefore stated shall refuse or wilfully neglect to answer any of these questions, or shall wilfully give answers that are false, shall be guilty of a misdemeanor, and upon conviction thereof shall be fined not exceeding ten thousand dollars, or imprisoned for a period not exceeding one year, or both so fined and imprisoned, at the discretion of the court. The provisions of this section shall also apply to the collection of the information required and authorized by the Act entitled "An Act to provide for a permanent Census Office," and by Acts amendatory thereof or supplemental thereto.

SEC. 25. That the information furnished under the provisions of the next preceding section shall be used only for the statistical purposes for which it is supplied. No publication shall be made by the Census Office whereby the data furnished by any particular establishment can be identified, nor shall the Director of the Census permit any one other than the sworn employees of the Census Office to examine the individual reports.

SEC. 26. That all fines and penalties imposed by this Act may be enforced by indictment or information in any court of competent jurisdiction.

SEC. 27. That the Director of the Census may authorize the expenditure of necessary sums for the actual and necessary travelling expenses of the officers and employees of the Census Office, including an allowance in lieu of subsistence not exceeding four dollars per day during their necessary absence from the Census Office, or, instead of such an allowance, their actual subsistence expenses, not exceeding five dollars per day; and he may authorize the incidental, miscellaneous, and contingent expenses necessary for the carrying out of this Act, as herein provided, and not otherwise, including advertising in newspapers, the purchase of books of reference and periodicals, the rental of sufficient quarters in the

District of Columbia or elsewhere and the furnishing thereof, and expenditures necessary for the compiling, printing, publishing, and distributing the results of the census, and purchase of necessary paper and other supplies, the purchase, rental, construction, and repair of mechanical appliances, the compensation of such permanent and temporary clerks as may be employed under the provisions of this Act and the Act establishing the permanent Census Office and Acts amendatory thereof or supplemental thereto, and all other expenses incurred under authority conveyed in this Act.

SEC. 28. That the Director of the Census is hereby authorized to make requisition upon the Public Printer for such printing as may be necessary to carry out the provisions of this Act, to wit: Blanks, schedules, circulars, pamphlets, envelopes, work sheets, and other items of miscellaneous printing; that he is further authorized to have printed by the Public Printer, in such editions as the Director may deem necessary, preliminary and other Census bulletins, and final reports of the results of the several investigations authorized by this Act, or by the Act to establish a permanent Census Office and Acts amendatory thereof or supplemental thereto, and to publish and distribute said bulletins and reports.

SEC. 29. That all mail matter, of whatever class, relating to the census and addressed to the Census Office, or to any official thereof, and indorsed "Official business, Census Office," shall be transmitted free of postage, and by registered mail if necessary, and so marked: *Provided*, That if any person shall make use of such indorsement to avoid the payment of postage or registry fee on his or her private letter, package, or other matter in the mail, the person so offending shall be guilty of a misdemeanor and subject to a fine of three hundred dollars, to be prosecuted in any court of competent jurisdiction.

SEC. 30. That the Secretary of Commerce and Labor, whenever he may deem it advisable, or on request of the Director of the Census, is hereby authorized to call upon any other department or office of the Government for information pertinent to the work herein provided for.

SEC. 31. That there shall be in the year nineteen hundred and fifteen, and once every ten years thereafter, a census of agriculture and live stock, which shall show the acreage of farm land, the acreage of the principal crops, and the number and value of domestic animals on the farms and ranges of the country. The schedule employed in this census shall be prepared by the Director of the Census. Such census shall be taken as of October first, and shall relate to the current year. The Director of the Census may appoint enumerators or special agents for the purpose of this census, in accordance with the provisions of the permanent Census Act.

SEC. 32. That the Director of the Census is hereby authorized, at

his discretion, upon the written request of the governor of any State or Territory, or of a court of record, to furnish such governor or court of record with certified copies of so much of the population returns as may be requested, upon the payment of the actual cost of making such copies, and one dollar additional for certification; and that the Director of the Census is further authorized, in his discretion, to furnish to individuals such data from the population schedules as may be desired for genealogical or other proper purposes, upon payment of the actual cost of searching the records and one dollar for supplying a certificate; and the amounts so received shall be covered into the Treasury of the United States, to be placed to the credit of, and in addition to, the appropriations made for taking the census.

SEC. 33. That the Act establishing the permanent Census Office, approved March sixth, nineteen hundred and two, and Acts amendatory thereof and supplemental thereto, except as are herein amended, shall remain in full force. That the Act entitled "An Act to provide for taking the Twelfth and subsequent censuses," approved March third, eighteen hundred and ninety-nine, and all other laws and parts of laws inconsistent with the provisions of this Act are hereby repealed.